


THE DIRECTOR OF CENTRAL INTELLIGENCE
WASHINGTON, D. C. 20505

4 June 1976

MEMORANDUM FOR THE NATIONAL FOREIGN INTELLIGENCE BOARD

SUBJECT : Guidelines for National Intelligence Production

1. I have approved the attached guidelines for national intelligence production. In so doing, I am stating my strong support for the National Intelligence Officer concept.
2. The Deputy to the DCI for National Intelligence will organize the Intelligence Advisory Panel and the steering group called for in Paragraph 6.
3. Issuance of a revised DCID 1/1 will be deferred until satisfactory procedures involving these new entities have been evolved. In the interim, present procedures for the production of National Intelligence Estimates and related papers will remain in force.


George Bush

Attachment:
Guidelines for National
Intelligence Production

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Attachment
NFIB-D-14.2/2
4 June 1976

National Production

1. Organizational Location: Responsibility for national intelligence production, other than current, will be lodged in the Office of the Director of Central Intelligence, in accordance with Executive Order 11905.
2. National Intelligence Officers: The National Intelligence Officers will constitute the DCI's staff for this purpose.
 - a. The NIO structure will be headed by the Deputy to the DCI for National Intelligence. He will work in close cooperation with the DCI's Deputies for the Agency and for the Community.
 - b. Each NIO will be a senior staff officer who will serve the DCI directly as senior counselor on his assigned area of substantive responsibility.
 - c. The NIOs will be drawn as broadly as possible from elements of the Intelligence Community, other government components, and outside government. In principle, NIO assignments will be rotational for two to three years.
 - d. The number of NIOs and the apportionment of portfolios among them will depend on the DCI's perception of his needs at any given time.
3. Responsibilities: The NIOs will be responsible to the DCI for:
 - a. Supervising non-current* national production including:

* *Current intelligence at the national level will continue to be a responsibility of CIA. CIA and the NIOs will concert to avoid inconsistency in substantive reporting.*

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- Formal National Intelligence Estimates and Special National Intelligence Estimates
 - National Intelligence Analytical Memoranda
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 - Intelligence Alert Memoranda
 - Selected DCI briefings
 - Other analyses and assessments of varying degrees of formality requested by senior consumers -- or commissioned to fill an obvious need -- whose preparation involves the work of more than one component of the Intelligence Community.
- b. Providing a coordinating mechanism, operating on behalf of the DCI, to focus the talents and resources of all Community components on problems of particular importance.
- c. Maintaining continual dialogue with senior consumers at the Assistant Secretary level or above, or their military equivalents, to ensure that they receive the best possible intelligence support, and to provide a channel for continuous feedback on intelligence matters. This responsibility will also include providing for the policy level consumer one point of contact to which he can turn for any form of intelligence support, knowing that his request will be passed on to those elements of the Community best equipped to handle it.
- d. Within the Intelligence Community, developing and maintaining contact among all who work on any given substantive area -- collectors, analysts and producers.

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- e. Maintaining contact with knowledgeable experts outside the government to ensure that intelligence production benefits from the full range of thinking in the United States.
- f. Developing major substantive requirements and providing assistance to the evaluation of intelligence performance, in cooperation with the Deputy Director, Community and his staff.
- g. Performing any other tasks the DCI assigns.

4. Production Mechanism:

- a. The NIOs will not normally function as a production office.* The NIO structure will not include a drafting staff.
- b. The actual drafting of national products will be done by line officers drawn from the Community components best equipped to handle the particular project in question.**
- c. The drafting of national products will be done under the supervision of the NIO responsible for the project in question. A draft so produced will not be viewed as an institutional product, i.e., neither the office nor the component to which the drafter(s) belong will be obligated to support the draft during the coordination process.
- d. After a draft has been produced and reviewed, it will be submitted to concerned line components for coordination and discussion. The precise nature of these coordination procedures will vary with the formality of the document -- NIEs and SNIEs being the most formal. In every instance, however, line entities will have ample

* *There will be occasional instances where, on matters of great sensitivity, some senior official will ask for a substantive comment quietly prepared by a single person.*

** *Procedures for minimizing the disruption of line offices' work and erosion of line command jurisdiction entailed by this approach are outlined in Paragraph 6.*

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opportunity to express their views and the NIO responsible will be under an obligation to ensure that the final product fairly reflects significant differences of opinion.*

5. Collegial Review (The Intelligence Advisory Panel):

One criticism of the current approach has been that national products do not, at any stage in their production, receive a collegial review. This deficiency will be rectified by the creation of an Intelligence Advisory Panel to the DCI.

- a. This Panel will consist of approximately three dozen highly-qualified people drawn from a variety of disciplines. The Panel will be recruited from within the Intelligence Community, the non-intelligence components of the government, and -- to the extent feasible -- the outside world: academia, industry and journalism.
- b. The optimum point for collegial review in the production process is after the basic draft is prepared and before it is circulated for coordination. Consequently, for each NIE/SNIE or other significant national product (deadlines permitting), three people will be picked from the Intelligence Advisory Panel to go over that particular paper in draft.
 - The Panel members involved will meet in Washington and spend whatever time is necessary going over the draft with the NIO, the project chairman and the drafters. They will critique the draft for balance and objectivity, ensuring that it addresses the right questions, is clear and cogent, and

* *Coordination among Intelligence Community components is an essential feature of the production of truly national products. The concept of coordination does not involve the development of consensus judgments. Divergent views will be submitted to debate among knowledgeable experts, but where significant differences on important issues remain unresolved, they will be reflected in the final finished product so that policy level consumers will be fully aware that there are such differences, what they are, and what are their bases.*

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takes proper account of ancillary issues and critical variables.

-- Membership on the Intelligence Advisory Panel will not entail a large expenditure of time over a prolonged period, but rather a willingness to work intensively for periods of short duration. (The reason for having so large a Panel is to ensure that on any given national product three good reviewers will be available.)

- c. The Intelligence Advisory Panel can also advise the DCI on the overall quality of the national production effort and can engage in that effort the best talent available in the United States. While the Panel will seldom, if ever, meet as a whole, various members of it can and will be convened to participate in seminars or discussion groups critiquing the totality of our effort in various fields.
- d. Although the Panel will be advisory to the DCI, its normal point of contact with the DCI's office will be D/DCI/NI.

6. Minimizing of Line Disruption: Since the NIO structure will not have its own independent drafting staff and will be forced to borrow talent from line components, some intrusion on line offices is inevitable. The amount of this intrusion, however, will be minimized by the following steps:

- a. The D/DCI/NI will be responsible for ensuring that requests for intelligence support levied on the Intelligence Community through the NIOs do not overburden the system. Should this occur, he will raise this problem directly with requesting consumers to refine their requests or put them in priority order, and will advise the DCI on the problems involved as appropriate.

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- b. The D/DCI/NI will chair a steering group that will include the heads of the major production components of the Intelligence Community. This group will meet regularly to review the national production effort and ensure that the workload is properly and fairly distributed. It will keep under continuing review production schedules and requests for specific projects involving extensive work to ensure that tasking for national products is handled with the greatest efficiency and least disruption to line components.
- c. Each NIO will be specifically charged with levying his requirements through the appropriate chain of command of the Intelligence Community components involved. The procedures used by each NIO with each component will be worked out to the satisfaction of the component's head.
- d. Any component head who feels that NIO-sponsored tasking is disrupting his office should take this matter up initially with the NIO involved, then with the D/DCI/NI and -- if that does not prove satisfactory -- directly with the DCI.

7. Credit for National Products:

- a. When a national product involves the work of more than one Intelligence Community component, identification of the offices and components contributing to it will be prominently noted in the document.
- b. Where a request from a senior consumer, passed through the NIO structure, is met by a product which is predominantly the work of a single Community component, that component will issue the response. It will be forwarded by the NIO to the consumer with the transmittal note calling attention to the fact that the consumer's request was taken care of by the attached "CIA Memo," "DIA Memo," etc.

8. The CIA Relationship: One of the NIOs' main functions is to help knit the Community together as an organic whole and, in producing national intelligence, draw on the totality of Community resources. The NIOs will, however, have a special relationship with CIA, growing naturally from the fact that CIA, as the only producing organization fully dedicated to national intelligence needs, plays a proportionately larger role in national production. Arrangements will be worked out with the Deputy for CIA to ensure that he is kept abreast of the uses that the NIOs are making of CIA resources.

9. Relations with the Deputy to the DCI for the Intelligence Community: The relationship between the NIO structure and the Deputy Director, Community will obviously have to be a close and cooperative one -- particularly with respect to the DCI committees (formerly USIB committees) on which the NIOs will have to rely and for which the Deputy Director, Community has supervisory responsibility.

- a. Arrangements will be devised to ensure a mutually supportive relationship between the NIO structure and the Intelligence Community Staff to:
 - Give the Deputy Director, Community guidance with respect to basic needs, requirements, future perspectives, etc;
 - Help him strike the right balance between resources and substantive needs, matching the former to the latter wherever possible but arranging substantive needs in priority order.
 - Assist the Deputy Director, Community in his and his staff's evaluation work.
- b. These arrangements will be structured to minimize areas of non-productively overlapping responsibilities. The NIOs, for example, will be in continuous touch with consumers to stay abreast of their evolving needs; the IC Staff will be responsible for evaluation of products and services -- but both will contribute to giving the DCI overall assessments of the Community's total performance.

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6 May 1976

MEMORANDUM FOR: Mr. E. H. Knoche

SUBJECT : Comments on Carver Paper

1. In general, George's proposals seem to me to be a reasonable start. They are compatible with the suggestions I gave you a few days ago. If addressed in that spirit by the NIO's and if combined with comparable measures by the DDI, they will start us out on the right foot.

2. Some specific comments:

-- Paragraph 2a, Page 3. I am not convinced of the need for assistants for all NIO's, and I have strong feeling that the organization is overstaffed with clericals.

-- Paragraph 2b & c, Page 4. We should not commit ourselves to these arrangements. There should at least be a study to determine whether there would not be some personnel savings in having the DDI perform these functions.

-- Paragraph 2d, Page 5. Note that part of the problem comes from overzealousness on the part of NIO's, rather than excessive demands by consumers.

-- Paragraph 3a, Page 6. The important thing here is that the NIO not seek Community participation when it is not clearly necessary. (See Paragraph 7b, Page 17.) What I would like to see is a policy of calling on CIA to produce any paper it is capable of doing by itself, but this is probably better left unsaid.

-- Paragraph 3b, Page 6. It would be better if the NIO's role in briefing preparation were confined to authority to intervene in matters of importance and sensitivity, as when a crucial judgment is being conveyed to WSAG. The DDI carried this function for 20 years, effectively and without major complaint.

STAT -- Paragraph 3c, Page 7. There is general agreement that [] is doing extremely useful work. There is a question, however, whether his activity is basically Community or Agency. Some think he should be a special assistant to you.

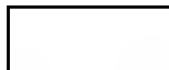
-- Paragraph 3d, Page 7. There is no argument that giving the consumer one point of contact is highly desirable. The other side of the coin, however, is that the practice tends to cut the substantive office and division chiefs off from the consumer.

-- Paragraph 3g, Page 8. As we have discussed, this whole problem needs to be rethought.

-- Paragraph 5. I have some question whether this system might not prove unwieldy, and whether it could be maintained for outside talent once the novelty wore off. We should not foreclose the possibility, instead, of bringing three or four outside generalists on board for 1- to 3-year terms. This arrangement would give a dimension to the review process and to our forward thinking that convening of ad hoc panels cannot provide. On the other hand, it would require either reducing the present number of NIO's, or of tying up more senior slots. This is another place where study and costing should be undertaken before locking ourselves in.

-- Paragraph 7b, Page 17. This will be very constructive if the word "predominantly" is interpreted to mean that light Community coordination does not mean that the product is an NIO product.

-- Paragraph 8, Page 17. I would like to see language here which said that the NIO's role in building ecumenicalism does not extend to obscuring the CIA contribution to that end. Rather, the NIO will be serving the best long-run interests of the country if he emphasizes the CIA role.



RICHARD LEHMAN

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